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Country programme outline for Jordan (2003-2007) *

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* The collection and analysis of current data required to present the Executive Board with the most up-to-date information has delayed submission of the present document.

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Introduction

1. This document was prepared in conformity with Government identified national priorities. It was influenced by findings from relevant United Nations documents such as the Common Country Assessment (CCA), the Country Programme Review Report (CPRR) and the draft United Nations Development Assistance Framework (UNDAF), as well as by the Socio-Economic Transformation Plan (2001-2003). In addition, it incorporates the results of consultations with various United Nations agencies, relevant governmental authorities, non-governmental organizations (NGOs), the private sector, donors and stakeholders.

I. Situation analysis

2. Jordan is a middle-income country with a per capita income of $1,666 and a population of approximately 5 million. Despite limited natural resources, a narrow economic base and its location in a conflict stricken region, tremendous progress has been made in the past twenty years, as in dicated by an array of positive human development indicators (http://www.undp-jordan.org/publications_jhdr/publications_jhdr.html). The Human Development Index (HDI) ranked Jordan at 88 in 2001 with a score of 0.714. The population is well educated and life expectancy stands at 70 years. Further efforts are being made to build up the human resources to enable the country to benefit fully from globalization and developments in the area of information and communication technology (ICT).

3. The sustainability of these gains, is, however, threatened by several factors: (a) *High fertility* - despite the drop in fertility rates over the past decade, Jordan's population has more than doubled since 1980. The growth rate is still among the highest in the world, causing severe strains on the country's natural resources and infrastructure; (b) *Water* - already one of the world's most water-starved countries, Jordan faces increasing deterioration in the quality and quantity of its water resources; (c) *Severe land degradation* – a result of inadequate land-use planning, urban encroachment, soil erosion and poor waste disposal methods; (d) *Income poverty* – a combination of high population growth, the return of thousands of workers from the Gulf States following the 1990-1991 Gulf crisis and low economic growth has made income poverty more widespread. Unemployment among women is about twice that of men; (e) *Inefficient production* - much of Jordan's past economic growth has been created in sectors that were heavily shielded against international competition. To comply with conditions related to accession to the World Trade Organization (WTO) in December 1999 and the ratification of the Euro-Mediterranean Agreement with Jordan in October 1997, many structural changes are needed in order to ensure sustainability; and (f) *Regional conflicts* – the escalation of the conflict between Israel and the Palestinian National Authority (PNA) has affected major economic sectors in the country (i.e. tourism).

4. Jordan has devised a number of strategies and national initiatives to deal with these challenges. The United Nations Development Programme (UNDP) is taking its cues from the just completed CCA, UNDAF and a new Socio-Economic Transformation Plan (2001-2003), which was launched recently by the Government of Jordan.

II. Past cooperation and lessons learned

5. The previous country cooperation framework (CCF) for Jordan (1998-2002) was developed around three broad areas of concentration: (a) governance, (b) environment, (c) poverty and gender. In mid-2000 ICT was added, following a meeting between the Administrator and His Majesty King Abdullah II. The just completed Country Programme Review (CPR) concluded that the programme reflected good strategic positioning and that the projects launched served the objectives originally envisioned. Several successes were mentioned. The report concluded, however, that greater impact could have been achieved if the efforts had been linked more consistently to each other, for instance, within the framework of a programme approach.

6. The key lessons drawn from the exercise to increase impact are as follows: (a) greater inter-sector coherence is essential, together with deliberate linkages among cross-cutting issues; (b) the selection of appropriate executing agencies and realistic assessments of their capacities at the planning stage is key to effective implementation; (c) sustained resource mobilization efforts in support of the adopted strategy, in order to up-scale successful pilots and

demonstrations, is essential to ensure impact; and (d) South-South cooperation and networking can contribute to the relevance and cost efficiency of the interventions.

III. Proposed programme

7. In the light of the presence and efforts by other organizations of the United Nations system in Jordan, and with a view to ensuring maximum impact of the country programme, it is proposed that UNDP focus the entire assistance package for the 2003-2007 programme cycle on a few strategic areas of interventions. This will address the objectives of the UNDAF and complement the activities of other agencies. In so doing, UNDP will join the Country Team in promoting a human rights based development approach and will mainstream gender concerns in all its activities. UNDP will assist the Government in the conception and formulation of national level programmes and will incorporate specific components for UNDP led/facilitated interventions. At the upstream level these will include policy advice, dialogue and advocacy, which will be linked to downstream level interventions in the form of pilot projects and support for their up-scaling for national level impact. Synergy between upstream and downstream work will be achieved through careful planning and advocacy efforts based on National Human Development Reports (NHDRs) and status reports on the Millennium Development Goals (MDGs). In addition, UNDP will seek to strengthen the linkage by implementing components of national programmes on behalf of partners (donors and the Government) in line with defined policies and objectives.

8. More specifically, UNDP will develop strategic interventions in support of three key areas of central concern to the government, viz. community development, decentralization and administrative reform. In the case of community development, the activities will be closely linked to the joint United Nations system efforts, whereas the second and third areas more clearly reflect UNDP's specific mandate. While all interventions clearly support the objectives of the UNDAF, care has been taken to focus on areas and issues where UNDP has a strong comparative advantage and track record. On other issues UNDP will either play a supporting role or stay out altogether. Hence, with respect to population growth and related issues, the United Nations Population Fund (UNFPA) will take the lead, while UNDP and other agencies will support the work through our interventions related to community development and youth. With regard to the critical issue of water, and in particular demand management, UNDP will again provide support via planning at the local level and raising awareness through the community development effort. This will allow UNDP to focus on our key priorities, which are promotion of democratic governance and formulation/implementation of integrated approaches to poverty alleviation and sustainable development. In these efforts maximum use will be made of ICT for development. ICT will also be used to facilitate feedback on impact, including collection and aggregation of data related to key MDGs.

Community development

9. Building on a network of Jordan Information Technology Community Centers (JITCCs) throughout the Kingdom, UNDP will focus on building the capacity of civil society, i.e. NGOs and community based organizations (CBOs), in the areas of advocacy and facilitation of technical assistance at the local community level, with special focus on the medium of ICT to actualize developmental objectives. Currently 35 JITCCs are operational and 32 centers will be ready for operation in September 2002 under the guidance of the Royal Commission on JITCC, which coordinates the national effort to bridge the digital divide. The planned intervention will aim at linking community-based organizations through the national network of JITCCs with a view to up-scaling local level efforts and disseminating best practices. To this end strong linkages will be maintained with the Royal Commission as well as the Enhanced Productivity Program of the Government. The intervention will include:

(a) Dissemination of information - with focus on human rights (the right to development) and women and youth related rights and concerns. It will also focus on information about opportunities for help and support at both the individual and community level, including information on reproductive health, family planning, gender mainstreaming, HIV/AIDS, education and employment. This will be done in partnership with the country team;

(b) Promotion of volunteerism – with emphasis on involvement and support of youth and women. A

volunteer exchange has already been established together with a programme with the leading university in the country. These efforts will be expanded and promoted and collaboration will be established with the Higher Council on Youth and the Jordan Association for Women. This component will also be linked to the United Nations system's intervention;

(c) Piloting of environmentally sustainable interventions at the community level. interventions linking poverty alleviation to environment protection efforts will include small grants from the Global Environment Facility (GEF) to engender small to medium size projects, such as the planned Dibeen Forest Project on eco-tourism based on conservation and community participation and the ongoing agro-biodiversity project. In addition there will be a number of pilot/demonstration efforts related to the conventions (desertification, bio-diversity/climate change). Partnership will be sought with NGOs, CBOs and municipalities;

(d) Promotion of entrepreneurial skills at local community level, again with special emphasis on women. This will include access to non-financial business services and micro-credit as well as technical support services. UNDP will closely cooperate with all actors in creating a unified donor approach to entrepreneurial development in Jordan. Partnerships are being forged to this end. Partners include the United States Agency for International Development (USAID), the International Labour Organization (ILO) and the Japan International Cooperation Agency (JICA);

(e) Development of computer literacy. The current training program will be refined and training leading to certification such as the International Computer Driving License will be offered throughout the system of JITCCs. Partnerships with the private sector are being forged in this area, including with CISCO, Intel and Arab businesses such as Talal Abu Ghazaleh;

(f) Strengthening NGO capacity and local leadership. A web-based Community Knowledge Center (CKC) has been set up to serve the communities via the JITCCs. A first leadership course was conducted in March 2002 in collaboration with the United Nations University's (UNU) Leadership Academy and several Communities of Practice are now being activated. The CKC will serve as a one-stop-shop for technical and advisory support from the United Nations system and also seek to disseminate best practices and facilitate community interaction and learning. The center will also assist communities with the conduct of participatory rapid assessments (PRAs). In addition, support for the formulation of business plans for host NGOs is foreseen. A strong partnership with the Canadian International Development Agency (CIDA) is planned;

(g) Developing policy from the bottom up. The second Jordan NHDR on sustainable livelihood will be used to highlight policy issues and to refine the strategy and the national programme. Fieldwork has already been carried out and the report is due in December 2002. It is expected to lead to the establishment of more permanent mechanisms that can provide regular feedback to policy makers. This effort is based on a strong partnership with the Department for International Development (DFID) and the Department of Statistics (DOS).

10. Overall the ongoing effort with the JITCCs has been very promising in terms of establishing a network of centers and improving computer literacy. However, it will only begin to have full impact in terms of community development in the new programme cycle. Linkages are currently being established with community level interventions in other countries and it is expected that the new UNDP Regional project on ICT, which covers all the Arab States, will play a central role in disseminating information, sharing experiences and promoting South-South learning and cooperation.

Enhance regional development

11. This intervention is central to the strategy of the Government *to reach the unreached*, and is embedded in the Enhanced Productivity Programme, the Social and Economic Transformation Programme and the recently completed National Strategy on Poverty Alleviation. As such, it is of critical importance for community development. The basic rationale for the intervention is, in fact, to strengthen local capacity and to create an enabling environment for community development. UNDP is currently involved in developing this intervention, which will:

(a) Build capacity in the central government for monitoring and supporting governorates and municipalities in playing an effective role in the implementation of local development plans. In this connection a geographic information system (GIS) based tool will be introduced;

(b) Increase income generation capabilities of the municipalities through means such as fees and collection of property taxes. This would help to involve and empower the municipalities and pave the way for more active and direct involvement of the people in local level governance;

(c) Strengthen a computer network that will facilitate learning and capacity building and help to pave the way for e-government services;

(d) Promote the private sector's role in investment in the least developed governorates and municipalities with a view to creating employment opportunities and reducing poverty.

12. This is a major undertaking and substantial efforts are required. The Government itself will be in the forefront but a number of donors are active in this area, including the World Bank, the European Union, the German Technical Co-operation Agency (GTZ) and USAID. UNDP will play a catalytic role in formulating the intervention strategy and in forging partnerships for its implementation. In addition, it is expected that UNDP will play a significant role in both capacity building and in devising mechanisms for collaboration with the private sector.

Support to administrative reform

13. The Government is in the process of streamlining its administration. UNDP is already involved in such efforts and the new intervention will build on the success of ongoing activities, such as the modernization of the Aid-Coordination Data Base at the Ministry of Planning, the computerization of customs and income tax procedures, capacity building of the Department of Statistics in the area of social statistics and in the area of human rights. The reform program aims at creating an enabling environment for development, including direct foreign investment and stronger trade and service based relations with other countries. Efficiency and transparency are the keys to success. It is important to note, however, that an overall blueprint for changes in the public sector is not yet available. Therefore, the following catalytic interventions are in the nature of entry points, which can form the basis for a fully integrated strategy. The following activities are envisaged:

(a) *Support restructuring within the public administration.* UNDP has been called upon to provide advisory support for the establishment of a Ministry of Environment and Sustainable Development, and for the development of the institutional and legal frameworks for the newly established Youth Higher Council and the Youth Development Fund. Partnerships will be sought with USAID and the European Union;

(b) *Enhancing transparency, accountability and performance.* A number of upstream/strategic efforts are envisaged to promote, protect and realize human rights in Jordan. These include policy support to the Anti-Corruption Department and capacity strengthening of the Judicial Training Institute, as well as pilot efforts in the area of performance budgeting in order to advance results-based management and performance monitoring and evaluation into the public sector at the national level. Strong support from UNDP headquarters, the regional programme on governance and the thematic trust fund (governance) is envisaged;

(c) *Support for development of strategic initiatives.* These include assistance in designing a poverty monitoring mechanism and the development of a National Renewable Energy Strategy. With respect to the former, linkages will be made with our ongoing work with DOS on social indicators and with the planned report on the status of MDGs in Jordan, to be prepared in cooperation with the Ministry of Planning. With respect to the latter, work will build on the National Agenda 21 which was launched last year. Linkages will also be established with global level efforts under Capacity 21 and the UNDP Bureau for Development Policy and supplementary funding will be sought from the trust funds;

(d) *Support for the development of e-government.* UNDP will focus on the provision of policy advice and the development of strategies in the areas of e-government, including facilitation of e-learning, e-commerce and e-services. This may include: (i) developing plans for the establishment of ICT incubators, (ii) supporting new ICT strategies in the education and higher education systems in collaboration with the World Bank and CIDA; and (iii) developing policies for e-services to generate employment, especially among women. Partnerships with private sector entities such as Hewlett-Packard are envisaged.

IV. Programme management, monitoring and evaluation

14. Due to the complex nature of the new programmes and multi-dimensional interventions the office will adopt a matrix type management structure. The structure will allow dynamic redeployment of available country office capacities and resources to ensure better coordination of our interventions as well as stronger support. National execution will remain the preferred modality for implementation. The intention is to better integrate interventions in national programmes and to build capacity in the relevant institutions for project management based on a thorough capacity assessment. Support services will be provided through the business center, which, among other activities, will design and implement training packages, assist with procurement, recruitment and other administrative tasks and provide access to international expertise.

15. Established relations with bilateral donors, such as Denmark, Norway, Sweden, Great Britain, the European Union and the United States will be strengthened through partnerships in areas that match their priorities. In addition, the current successful efforts to build partnerships with civil society and the private sector (major companies in Jordan: phosphate, potash and cement factories, IT companies and others), will be continued and efforts will be made to systematize the incipient South-South cooperation. In this context additional linkages will be established with regional/inter-regional programmes, trust funds and special funds such as United Nations Volunteers (UNV), the United Nations Capital Development Fund (UNCDF) and the United Nations Development Fund for Women (UNIFEM).

16. Resource mobilization remains a key priority. Scarce regular resources will continue to be used for innovative initiatives as well as to leverage cost-sharing between Government and bilateral donors. UNDP Jordan has also identified new possible non-traditional mechanisms, including the Debt Swap initiative.

17. Within the framework of a comprehensive monitoring and evaluation plan for the programme cycle, appropriate monitoring and evaluation tools will be adopted to assess the linkage between up and down stream levels, improve collection and use of selected socio-economic indicators (gender disaggregated), strengthen the functioning of the Programme Steering Committees and extract lessons learned from the experiences on an on-going basis.

Annex

Results and resources framework for Jordan (2003-2007)

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic areas of support*
Strategic area of support 1. Community development				
Community development	Strengthened capacities of local communities and organizations for achieving sustainable livelihood and improved standard of living through the utilization of ICT tools, exchange of Information and strengthened networking	The number of government/ non-government institutions utilizing ICT. Ratio of MDG achievements at the targeted community levels. New policies and one National Strategy.	*Output 1. Dissemination of information* Networking including newsletters and best practices. Number of web pages. Number of individuals and communities accessing information (hits). *Output 2.Promoting volunteerism* Number volunteers providing community services. Increased participation of youth and women in volunteer work. *Output 3. Environmentally sustainable intervention at the community level* Number of projects executed by NGOs for the protection of the environment and income generation. Establishment of the Dibeen national park and associated eco-tourism businesses. Establishing in-situ field gene banks run by the communities. Number of pilot community demonstration projects in support of international agreements. *Output 4.Promoting entrepreneurial skills* Number of women accessing micro-finance and number of established new businesses owned by women. Increased employment among youth. Number of physically challenged people trained and provided with business opportunities. *Output 5. Developing computer literacy* Number of centers providing computer training. Number of computer end users.	*Partners:* Government; United Nations Country Team; USAID; European Union; CIDA; DFID; private sector; South Korea and Japan; NGOs both local and international, etc. *Total:* $15,000,000

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic areas of support*
			Number of people acquiring international computer training certification. Number of computer training programmes offered. *Output 6. Strengthening NGO capacity and local leadership* Fully functional Community Knowledge Center. Training of leaders to be champions of development. Resources mobilized by the local community for community based projects. *Output 7. Developing policy from the bottom up* Number of public hearings to discuss policy issues. Publishing of annual NHDR.	
	Strategic area of support 2. Enhanced regional development programme/decentralization			
Enhanced regional development programme / decentralization	Capacity in place at local level for planning and management of development programmes. Increased revenue for the municipalities. Increased private sector investment at the local level. Enhanced monitoring by the central government.	Fully decentralized governorates. Increase in municipality revenues. Number of initiatives and investments by the private sector at the regional level. Proper policy making at the national level.	*Output 1. Capacity-building of local governments on development planning* GIS systems for regional development established. Central monitoring system established. *Output 2. Increase income generation capabilities and computerization of property tax* Fully functional computerized departments and systems. Time saved in tax collection. *Output 3. Computer network strengthened* Scaling up of e-learning and e-services. Number of training of trainers programmes implemented. *Output 4.Private sector role in investment at the regional level increased* 10 feasibility studies conducted for private sector investment for each governorate. Increase in number of jobs in the private sector.	*Partners:* Government; municipalities; United Nations Industrial Development Organization (UNIDO); UNCTAD; GTZ; WB; European Union; governorates; USAID *Total:* $5,000,000

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic areas of support*
	Strategic area of support 3. Administrative reform support			
Administrative reform support	Improved performance of public sector and specialized entities to meet their obligations towards global conventions and the national socio economic plan.	Reformed public institutions and increased implementation of e-Government towards sustainable development. Ratification of global conventions and honouring commitments.	*Output 1. Restructured within the public administration* Ministry of Environment structure established; capacity assessment conducted; technical assistance provided (requests endorsed by Government). Legal and institutional frameworks for the Youth Council established. *Output 2. Transparency, accountability and performance enhanced* National Human Rights Center established and fully functional. Personnel training provided to the Anti corruption department and the Judicial Training Institute for enhanced performance. *Output 3.Support development of strategic initiatives* Conducting poverty mapping and other relevant studies. Formulation of poverty indicators. A national energy strategy formulated. Capacity 2015 launched and number of local initiatives implemented. *Output 4. Support for the development of e-government* Policy adopted for education and higher education and e-services. Plans for ICT incubators established. Number of partnership agreements with the private sector.	*Partners:* Government; USAID; European Union; United Nations agencies in Jordan; UNCTAD; Norway; CIDA; Sweden; France, national and international NGOs *Total:* $7,500,000